DOCUMENT RESUME

ED 272 639 UD 025 049

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TITLE Ethnic Groups and Post-Compulsory Education.
INSTITUTION Australian Inst. of Multicultural Affairs, Melbourne (Australia).
PUB DATE 86
NOTE 48p.; In its: Migrants, Labor Markets, and Training Programs: Studies on the Migrant Youth Labor Force, p93-138, 1986; see UD 025 047.
AVAILABLE FROM Australian Institute of Multicultural Affairs, 300 Queen Street, Melbourne 3000, Australia.
PUB TYPE Reports - Research/Technical (143) -- Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Education Work Relationship; *Enrollment; Ethnic Groups; Foreign Countries; *Government Role; Higher Education; *Immigrants; Non English Speaking; Occupational Aspiration; *Postsecondary Education; Training
IDENTIFIERS *Australia

ABSTRACT

This report reviews the participation of immigrant groups in Australian post-compulsory education. The report is divided into two main sections. The first reviews schools and higher education. Focus is placed on governmental funding provisions and policies and their impact on participation rate. The second section reviews migrant participation in the Technical and Further Education (TAFE) sector. It discusses the limitations of available data and the extent of participation of ethnic groups, especially in trade apprenticeships, and considers the provision of a program specifically for migrant education within TAFE. The study found that youth born in non-English speaking countries, and youth with parents born in such countries, have relatively high rates of participation in post-compulsory education, but lower rates of participation in TAFE. The high participation rate of non-English speaking background students in higher education may be related to their language difficulties and high aspiration for educational and occupational status. Students of non-English speaking background are in relatively high proportions in particular regions (e.g., Melbourne) and in Catholic schools. Their under-representation in TAFE may also result from their high aspirations, as well as the difficulties they face in entry to TAFE-associated occupations. Numerous tables supplement the text and a five-page bibliography is appended. (KH)

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ETHNIC GROUPS AND POST-COMPULSORY EDUCATION

BY

Gerald Burke & Denis Davis

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ETHNIC GROUPS AND POST-COMPULSORY EDUCATION*

Gerald Burke
Denis Davis

The project reported here was undertaken to complement aspects of the Australian Institute of Multicultural Affairs' review of labour market programs and services affecting migrant and refugee youth. The general aims of the study were to review the participation of ethnic groups (excluding Aborigines) in post-compulsory education and to examine aspects of the education system bearing on that participation. Particular attention was to be given to the Technical and Further Education (TAFE) sector because of its growing size in post-compulsory education and because so little is known about the participation of the children of migrants in this sector.

The study is presented in two main sections, the first reviewing schools and higher education and the second considering TAFE. The review of schools and higher education includes consideration of a range of special provisions and policies affecting the participation of ethnic groups, as well as documenting the extent of their participation.

The review of TAFE discusses the limitations of the data available and the extent of participation of ethnic groups, especially in trade apprenticeships, and considers the provision of specifically migrant education in TAFE.

The study does not consider programs provided for training such as assistance for apprenticeship under the Commonwealth Rebate for Apprentice Full-time Training (CRAFT) or programs under the TAFE component of the Participation and Equity Program (PEP).

It also provides only brief outlines of the English as a Second Language (ESL) program in schools and of the Adult Migrant Education Program (AMEP). The former program has recently been reviewed in detail by Campbell et al. (1984).

The study found that young persons born in non-English-speaking countries, but particularly young persons with parents born in such countries, have relatively high rates of participation in post-compulsory education in both schools and higher education. They appear to have lower rates of participation in TAFE.

The high rate of participation of young persons of non-English-speaking background in post-compulsory schooling appears in part to be caused by their language difficulties: there is some evidence that they tend to be older in a grade and are more likely to repeat a grade. For recent migrants, it could

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* This study was funded by the Australian Institute of Multicultural Affairs through the Centre for Research in Education and Work (CREW), Macquarie University. The authors would like to thank Ms Joanne Fleming for research assistance and Jeanie and Robin Skinner for typing assistance. They wish to acknowledge the use of unpublished material: from the CREW Study on Apprentices and Retention of Tradespersons in their Trades sponsored by the NSW Council of TAFE and funded by the Commonwealth Tertiary Education Commission; from the 1983 National Survey of Language and Learning in Schools by the Department of Education and Youth Affairs; from the Youth in Transition Study directed by Trevor Williams of ACER; and and from a review of research on the transition from school of the children of migrants by Andrew Sturman of ACER. They are also grateful to several other government TAFE and private sources for assistance.

also be associated with greater difficulty in obtaining employment. The major factor, however, appears to be very high aspirations for educational and occupational status.

Students of non-English-speaking background are in relatively high proportions in particular regions. Their numbers are disproportionately high in Catholic schools, though the majority of all students of non-English-speaking background are in government schools.

There is some suggestion that the extent to which the participation in higher education of students of non-English-speaking background exceeds that of those of English-speaking background, has grown. Recent data suggest a disproportionately high enrolment in universities, whereas data from the late '60s and early '70s suggested a disproportionate enrolment in CAEs.

Whereas persons of non-English-speaking background are over-represented in schools and higher education, there is some indication they are under-represented in TAFE. How much this under-representation is the result of high aspirations, or to what degree it is caused by the difficulties they face in entry to TAFE-associated occupations, needs further investigation. Personal contact appears to be important in access to apprenticeships. Parental occupational status appears associated with this personal contact, and many migrant parents from non-English-speaking countries are in low status occupations.

Migrant education as such is a new development in TAFE, stemming from a transfer of part of the activities of the Australian Migrant Education Program (AMEP) into TAFE. The intention of the transfer was to link the ESL courses with more general and vocational courses. AMEP is now meant to provide 'basic English' courses for those with less than a minimum competency in English, and TAFE to provide specific purpose courses for those of somewhat higher standard.

Funds for TAFE activities in this area remain small relative to AMEP. This is one factor in the limited achievements so far. Other reasons are the short time the program has been operating in TAFE, the funding on an annual basis with temporary staff, lack of staff development, lack of model programs, lack of support materials, lack of data on the target population, and the peripheral location of the migrant education staff in most state TAFE systems.

SCHOOLS AND HIGHER EDUCATION

This section of the paper is concerned with describing the participation in education of ethnic groups and likely developments in the structure and finance of education. In reviewing participation in education, major attention is given to documenting the proportion of ethnic groups relative to the proportion of the whole population, or of Anglo-Australians engaged in education. This can be supplemented by information relating to aspirations and achievement which is considered in more detail by Anderson and Vervoon (1983) and Sturman (1985). The description of finance and structure in Australian education is an attempt to document the major trends, current policies, and government inquiries with implications for ethnic groups. Consideration is given to the trends in enrolments at school and post-secondary education, sources of funds and levels of funds, special programs for the disadvantaged, including PEP, policies for curriculum and credentials, and student financial support.

Participation

Schools

Data on participation in education can be assembled on various definitions of ethnic groups. Table 4.1 (from the 1981 Census) shows, for 15 to 19-year-olds, differences in school participation by birthplace. It indicates that, in general, a higher proportion of young people born overseas were attending school than persons born in Australia. Analysis of 1976 Census data for New South Wales and Victoria provided similar results. It is notable that a smaller proportion of migrants from the UK and Ireland were attending school than were Australian-born or persons born in those non-English-speaking countries listed.

Differences in school retention rates by gender in Table 4.1 do not appear large, though females born in Lebanon had noticeably lower rates than males.

Closer scrutiny of other data on age of leaving school shows that some ethnic groups with a high percentage staying at school to age 17, also had a high percentage who had left school before age 15. This was true for the Greek-born and those born in Vietnam. In the latter case this is likely to comprise persons whose schooling had ended before migrating to Australia.

In passing, it should be noted that age at leaving school and grade retention rates were generally fairly stable in the seventies. Retention of girls to Year 12 rose and that of boys fell in the mid-seventies, leaving the average Year 12 retention rate at about 35%. But this has been growing rapidly in recent years, reaching 45% in 1984. There could also be marked changes among different ethnic groups.

Table 4.1: Persons aged 15 to 19 by birthplace: percentage still attending school, Australia, June 1981 Census

Birthplace	Males %	Females %	Total persons aged 15-19 ('000s)
Australia	34.4	36.1	1,068
Overseas total	37.5	37.6	192
UK & Ireland	30.3	30.9	80
Greece	46.9	46.0	5
Italy	37.4	37.0	8
Yugoslavia	49.6	48.1	9
Lebanon	48.3	37.9	5
Indo-China	57.7	62.8	6

Source: ABS, Census of Population and Housing, 30 June 1981, based on data extracted by AIMA.

Table 4.1 gives no indication of the duration of residence in Australia of those born overseas. Nor does it provide any information on persons born in Australia whose parents were born overseas. Some other sets of data provide details on persons born in Australia by birthplace of parent. The most comprehensive, though not very detailed data, are those arising from the longitudinal study by Trevor Williams of the Australian Council for Educational

Research (ACER) and reported by Sturman (1985). They show a marked difference between persons born in a non-English-speaking country, or with fathers born in a non-English-speaking country, and persons with fathers born in Australia or in an English-speaking country. Some 47% of those with non-English-speaking backgrounds were still at school at age 17, compared with around 30% for those of English-speaking background. At age 18 some 37% were in full-time study compared to about 26% of Australian-born or migrants of English-speaking background. At age 19, some 24% were in full-time study compared to about 17% of the Australian-born and migrants of English-speaking background. On the other hand, young persons of non-English-speaking background had a lower involvement in full-time work and part-time study. The result is that, at ages 18 and 19, there was not a large difference among the groups in the total percentage engaged in some form of education, full-time or part-time. At ages 20 and 21, the differences become more marked again, reflecting the length of courses in higher education, especially at university, where the relatively high percentage of participants of non-English-speaking background is notable in Williams' sample cohort.

Table 4.2, constructed from 1981 census data, shows, by birthplace of parent, the proportion of the 15 to 19 age group born in Australia and still attending school. It confirms, for particular groups, some of the impressions of the Williams data. It shows a dramatically higher rate of retention at school for those with parents born in Greece, a much higher rate for those with parents born in Yugoslavia, and quite noticeably higher rates for those with parents born in Italy. Rates for those with parents born in Germany and, in this case, UK and Ireland were also higher than for those with Australian-born parents. Rates did not differ markedly by gender.

Table 4.2: Australian-born persons aged 15 to 19: number and percentage still attending school by parents' birthplace, Australia, June 1981 Census

Birthplace of parents	Numbers still attending: Father/mother same b'place '000s	Numbers still attending: Father only mother born elsewhere '000s	Numbers still attending: Total still attending '000s	Total in age group: Father/mother same b'place '000s	Total in age group: Father only mother born elsewhere '000s	Total in age group: Total '000s	% still attending
Males							
Australia	125.9	9.3	135.3	394.2	25.1	419.3	32.2
Ireland and UK	5.0	6.8	11.8	13.4	19.1	32.5	36.4
Greece	6.1	0.5	6.7	9.9	1.1	11.0	60.4
Italy	9.2	2.3	11.5	20.3	5.9	26.2	43.8
Yugoslavia	1.7	1.0	2.7	3.2	2.4	5.5	49.1
Females							
Australia	129.3	9.1	138.3	380.4	23.3	403.7	34.3
Ireland and UK	4.7	6.8	11.5	12.6	18.4	31.0	37.1
Greece	5.8	0.5	6.3	9.4	1.1	10.5	59.7
Italy	9.0	2.1	11.1	19.4	5.5	24.9	44.8
Yugoslavia	1.6	1.0	2.6	3.0	2.2	5.3	50.0

Source: ABS, Census of Population and Housing, 30 June 1981, Table 52 Microfiche (data extracted by R Birrell, Monash University)

Participation in schooling has been shown to vary by type of school: government, Catholic and other non-government. In 1983, the apparent rate of retention to the final school year of a cohort entering secondary school varied from about 34% for government schools to 51% for Catholic schools and to 93% for non-Catholic private schools. Part of the apparently high retention for non-Catholic private schools could be due to transfer from government schools, a factor on which adequate data are not available. Analysis by Trevor Williams of retention rates by school attended at age of 14 still shows marked differences: at age 17, some 83% of those at non-Catholic private schools, some 57% of those at Catholic schools, and 41% of those at government schools, were in full-time education. There is, too, wide variation within sectors - some government schools have very high retention rates, whereas others in economically deprived areas have very low rates.

It is well known that the social background of students at the high-fee, non-Catholic private schools is markedly different to that of those at Catholic and government schools. Anderson and Vervoon (1983: 81-83) review some of the data for the late 60s/early 70s. Anderson (1983) reports data from the on-going longitudinal study by Williams and these are drawn on for Table 4.3. The table confirms expectations but it also indicates that Catholic schools are somewhat dissimilar to government schools, with a considerable under-representation of manual, service and craft workers. The difference from government schools is confirmed by data on family income extracted from the 1976 Census by Williamson (1981), shown in Table 4.4. Nearly 60% of families with children at non-Catholic private schools had reported family incomes in excess of $15,000 in 1976, compared to a little over 25% for Catholic school families and 20% for government school families. At the other end, over 40% of government school families had incomes less than $9,000, compared to 33% for Catholic school families, and less than 20% for non-Catholic private school families.

These differences between Catholic schools and government schools in the socio-economic background of students may explain part of the differences in their retention rates. But Catholic schools also enrol a disproportionately high number of children from non-English-speaking backgrounds who, as we have seen, tend to stay at school longer than average.

Table 4.3: Father's occupation by type of school, 14-year-olds, Australia, 1975

	Government	Catholic	Other non-government
	%	%	%
Professional and managerial	21	34	64
Small business and clerical	21	24	18
Craft workers	25	17	11
Manual and service workers	34	25	7
Total	100	100	100

Source: D S Anderson (Chairman), Schools for the ACT, how public? how private? Vol. 1, AGPS, Canberra, 1983, p.21, based on data from Trevor Williams (ACER) longitudinal survey.

Table 4.4: School students by family income and type of school, Australia, 1976

Family income $'000s	Government schools %	Catholic schools %	Other denomin-ations %	Non-denomin-ational %	Total %
18 plus	9.6	13.9	46.1	45.2	11.8
15 to 18	10.0	11.9	13.7	12.8	10.4
12 to 15	16.3	18.3	12.4	12.7	16.5
9 to 12	22.5	22.8	10.9	11.1	22.1
7 to 9	18.2	15.6	6.7	6.6	17.3
5 to 7	12.3	9.8	4.1	3.9	11.5
less than 5	11.2	7.8	6.2	7.8	10.4
Total	100.0	100.0	100.0	100.0	100.0

Source: ABS, 1976 Census of Population and Housing as reported by Denis Williamson, Some aspects of Australian demographic patterns which relate to Catholic schooling, Federal Catholic Education Office, Canberra, 1981.

Catholic schools enrol about 18% of all school pupils, but over 25% of those from non-English-speaking backgrounds. Three-quarters of all pupils attend government schools, including more than two-thirds of those from non-English-speaking backgrounds. The basis of these estimates is given in Table 4.5 which is taken from a survey of schools by the Department of Education and Youth Affairs (DEYA, 1984). Whereas 21% of students in government schools were either born in, or had one or both parents born in, a non-English-speaking country, the average figure was 23% for non-Catholic private schools and 34% for Catholic schools. A notable feature for non-Catholic private schools is the high proportion of lower primary and primary students from non-English-speaking backgrounds, and the low proportion at upper secondary level. However, the possibility of non-response bias, particularly in relation to the non-Catholic private schools, must be noted. For example, only 42% of non-Catholic private primary schools responded, compared to 55% of all schools. A 1980 survey by the Schools Commission, which achieved a much higher response rate, indicated slightly lower overall percentages from non-English-speaking backgrounds, but markedly lower levels for non-Catholic private schools (see Schools Commission 1981: Table 6.5). A summary is given in Table 4.6. However, it is also possible that parents from non-English-speaking countries have been to the forefront in the recent swing in enrolments towards non-government schools. This has taken the non-government share of total enrolments from a low in 1977 of about 21%, to 25% in 1984 (and non-government schools, while enrolling only 25% of all students, have about 33% of all students in Years 11 and 12, and about 36% of Year 12 alone).

The 1980 Schools Commission survey also showed very substantial differences between states. For example, in Catholic secondary schools in Victoria, 36% of students were of non-English-speaking background, compared to about 14% in

Queensland. Of all students in Victorian secondary schools, 26% were of non-English-speaking background compared to an estimated 9% in Queensland.

Table 4.5: All school students: English- or non-English-speaking background, system and level(a), Australia, 1983, in percentages

	Primary		Secondary		All
	lower	upper	lower	upper	levels(b)
Government					
Student born in a NESC(c)	4	4	6	9	5
Student born in an ESC(c), one or both parents born in a NESC(c)	15	16	15	17	16
Student and parents born in an ESC(c)	81	80	79	73	80
Total	100	100	100	100	100
Catholic					
Student born in a NESC(c)	5	5	6	8	6
Student born in an ESC(c), one or both parents born in a NESC(c)	29	28	28	23	28
Student and parents born in an ESC(c)	66	66	66	68	66
Total	100	100	100	100	100
Other					
Student born in a NESC(c)	5	6	5	8	6
Student born in an ESC(c), one or both parents born in a NESC(c)	24	20	15	12	17
Student and parents born in an ESC(c)	71	74	80	80	77
Total	100	100	100	100	100
All Schools					
Student born in a NESC(c)	4	5	6	9	5
Student born in an ESC(c), one or both parents born in a NESC(c)	19	19	18	18	18
Student and parents born in an ESC(c)	77	77	76	73	77
Total	100	100	100	100	100

Source: 1983 National Survey of Language Learning in Schools, Department of Education and Youth Affairs, forthcoming.

Notes: (a) Lower primary, year-levels K to 3; Upper primary, year-levels 4 to 6 or 7; Lower secondary, year-levels 7 or 8 to 10; Upper secondary, year-levels 11 and 12.
(b) Includes students reported as 'ungraded'.
(c) NESC: non-English-speaking country. ESC: English-speaking country (including Australia).

Table 4.6: Total enrolments, by type of school, and percentage from NESC, 1980 ('000s)

	Primary		Secondary		Total	
Government	1,508	16%	810	19%	2,318	17%
Catholic	322	31%	200	28%	522	30%
Other non-government	54	17%	90	11%	144	13%
Total	1,884	19%	1,100	20%	2,885	20%

Source: Derived from data in Schools Commission, Report for the triennium 1982-84, Canberra, March 1981, Table 6.5; and ABS, Schools Australia 1980 (Cat. 4202.0)

A survey in 1984 by the Australian Teachers' Federation (ATF) sought details on the use of languages other than English in the home. The ATF sample survey of government schools obtained a response rate of 77.7%. Table 4.7 shows that about 10% of students were from homes where English was not the main language spoken, which is about half the estimated numbers of students from non-English-speaking backgrounds.

Table 4.7: Students from homes where English is not main language, government schools ('000s)

	Primary	Secondary	Primary/ secondary	Total
Number	109	117	4	230
Percentage of all students	8%	13%	-	10%

Source: Derived from Australian Teachers' Federation, 1984 national survey of conditions in schools, July 1984, Table 11; and ABS, National schools statistics collection: government schools Australia, 1983 (Cat. 4215.0)

Further detail on language use in the home is contained in the recent Department of Education and Youth Affairs survey (DEYA 1984). It provided information not on the main language, as the ATF survey reported, but on what languages are spoken in the home. It showed that English only is spoken in about 32% of homes of students of non-English-speaking background; that English and another language are spoken in about 51% of their homes; and that no English is spoken in about 17% of homes, predominantly those homes where the student was born in a non-English-speaking country (see DEYA 1984: Table 3.18).

Staying on at school to age 17, or attendance at a particular type of school, are not necessarily indicators of advantage or disadvantage. In the early

seventies, for example, attention used to be drawn to the low retention rate of girls relative to that of boys, to Year 12 in schools, as an indication of disadvantage. However, the rapid increase in the girls' retention rate in the seventies did not necessarily mean that they were then advantaged: the increase to a considerable extent reflected the marked decline of teenage full-time jobs for girls, giving them little option but to remain in school.

Similarly, the high proportion of persons from non-English-speaking countries at school at age 17 needs care in interpretation. It does appear to reflect relatively high aspirations for both education and occupational status (Sturman 1985). However, it could also reflect their lesser school achievement requiring students to remain at school longer to achieve the same outcomes, or their experiencing greater difficulty than those of English-speaking background in obtaining teenage employment, especially in the skilled trades.

The high level of aspirations for education held by different students and their parents from different groups of non-English-speaking background has been reported in numerous studies (eg. Taft 1975 a and b, Blandy and Goldsworthy 1975, Turney et al. 1978). Anderson and Vervoon (1983: 97) note in discussing a series of Victorian studies involving Professor Taft:

> The occupational background distribution of students varied widely according to the national origins of their parents. Educational aspirations and eventual participation in post-secondary education also varied markedly. Contrary to what might be expected level of educational aspiration was much less closely related to occupational background in some national groups than others, with the result that a high level of educational aspiration appeared to be more a cultural trait than a function of occupational standing.

The relatively high aspirations of students of non-English-speaking background appeared most marked among those of working-class background. Only in small part could this be explained by 'disguised' middle-class migrants engaged in working-class occupations due to language or credentialling problems, or through discrimination.

The high aspirations were not always matched by high achievement. Williams (1980) while finding that students of non-English-speaking background tended to stay longer at school noted that, on average, they were slightly less likely to succeed in mastery tests administered by ACER particularly for literacy. Sturman (1985) reports studies showing migrant children to be older than the usual grade age, and in some instances more likely to repeat a school grade. But not all studies show lower achievements and there were marked variations among ethnic groups. Southern Italian- and Greek-born children were, however, often reported as achieving below average scores.

Persons born in non-English-speaking countries tend to suffer higher rates of unemployment than do the Australian-born and migrants from English-speaking countries. The unemployment rates are notably higher for the more recent groups of migrants - from Indo-China, Lebanon and Turkey. Sturman (1985) cites a number of studies that suggest that the impact of the prolonged recession since 1974 has affected migrants more than it has the Australian-born. However, evidence in the ABS Survey in 1982 of Reasons for Completion or Non-Completion of Secondary Education (Cat. No. 4214.0) suggests that difficulty in obtaining a job was a slightly less important reason for completion of schooling for overseas-born compared with Australian-born persons aged 14 to 20. However, most of the studies dealing with unemployment and education appear to concern persons born overseas. It is hoped that further analysis of 1981 Census data will give information on the unemployment experiences of first-generation Australian-born.

Higher education

On average students either born in or with one or more parents born in non-English-speaking countries, are more likely to participate in higher education. It is important to note, however, that there is considerable variation among ethnic groups.

The Australian Bureau of Statistics has produced some data on educational attendance by persons born in and outside Australia from its survey on transition from education to work. The information for 1983 is reproduced as Table 4.8. These data do not distinguish separate countries of birth for those born outside Australia. The table shows a slightly higher proportion of persons aged 15 to 24 born outside Australia engaged in education, compared to persons born in Australia, the most noticeable difference being for full-time university attendance.

For all persons with a father born in a non-English-speaking country the Williams cohort study, already discussed, shows a very much higher participation rate than for those of English-speaking background. But again it is not possible to disaggregate the data for separate ethnic groups. The most notable feature of Williams' data is the large differential between students of non-English-speaking background and those of English-speaking background, particularly in relation to attendance at universities. For example, at age 19, about 13% of respondents from non-English-speaking countries were in universities, compared to 7% of respondents of English-speaking background. About 7% of both groups were in CAEs.

Some light on participation in post-secondary education of specific ethnic groups is given by estimates of the percentage of the 20 to 24 and 25 to 29 age groups holding qualifications at the 1981 Census. Such data reflect enrolment patterns in the 1970s. Tables 4.9 and 4.10 present information for persons by country of birth and, for Austalian-born persons, information by place of birth of father.

A slightly higher percentage of Australian-born persons held degrees than did those born in other countries. However, a much higher percentage of those born in Lebanon and Indo-China held degrees, perhaps some of them acquired prior to arrival in Australia. (It cannot be presumed that overseas qualifications are recognised as equivalent to Australian degrees for employment purposes.) Relatively low percentages of those born in Greece, Italy, Malta and Yugoslavia held degrees. In contrast, among persons born in Australia but with fathers born overseas, a relatively high proportion of those with fathers born in Greece and Yugoslavia held degrees. Among the younger age group, 20 to 24, a higher than average percentage of those with fathers born in Italy held degrees. Overall, among Australian-born persons, a slightly higher proportion of those with fathers born overseas held degrees compared to those with fathers born in Australia.

The percentage of males and females in various ethnic groups holding degrees are shown in Tables 4.11 and 4.12. Overall, a higher proportion of males held degrees. The gap was smaller for the younger age group, reflecting increased female participation rates. It could also partly reflect a tendency for males to take longer courses.

The distribution of the percentage holding trade certificates by place of birth shows very low rates for Greece, Lebanon and Indo-China. Among those Australian-born with fathers born outside Australia, the rate was noticeably low for those with Greek-born fathers, a group which, as noted, had a high percentage with degrees.

Table 4.8: Percentage distribution of persons aged 15 to 24 years: educational institution attended in 1983* and country of birth

	Born in Australia			Born outside Australia			Total		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Full-time at-									
School	18.9	18.7	18.8	18.6	16.9	17.8	18.8	18.4	18.6
University	3.3	3.1	3.2	7.9	4.3	6.1	4.0	3.3	3.7
CAE	1.7	2.4	2.0	*	*	0.7	0.3	0.7	0.5
TAFE	2.2	2.0	2.1	2.2	2.3	2.2	2.2	2.0	2.1
Other	*	0.7	0.5	*	*	0.7	0.3	0.7	0.5
Total	26.3	26.8	26.6	31.1	26.9	29.0	27.1	26.8	27.0
Part-time	12.2	6.2	9.2	13.2	6.3	9.8	12.3	6.2	9.3
Did not attend an institution in 1983	61.5	67.0	64.2	55.7	66.8	61.2	60.6	67.0	63.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total	1,093.2	1,055.7	2,148.9	212.0	209.2	421.3	1,305.5	1,264.9	2,570.2

Source: Australian Bureau of Statistics, Social Indicators No.4 1984 (Cat. 4101.0) Table 4.30.

* in May 1983

Table 4.9: Qualifications by birthplace by age, Australia 1981, percentages*

Birthplace	Degree All persons 20-24	Degree All persons 25-29	Trade certificate Males only 20-24	Trade certificate Males only 25-29	Population 20-29
	%	%	%	%	'000s
Australia	4.9	8.5	22.4	22.5	1,915
UK and Eire	4.7	8.0	21.8	24.9	173
Netherlands	4.1	7.7	24.5	28.1	26
Greece	3.5	4.5	13.4	14.9	18
Italy	3.0	4.3	22.7	25.7	30
Malta	2.2	2.1	22.6	20.9	15
Yugoslavia	1.1	2.9	19.1	20.9	30
Lebanon	5.2	10.7	7.9	10.6	49
Indo-China	7.2	17.7	6.8	10.7	72
New Zealand	2.4	4.2	15.6	16.2	93
Total **	4.8	8.4	21.4	21.9	2,432

Source: Australian Bureau of Statistics, 1981 Census of Population and Housing, Cross Classified Characteristics Australia (2452.0) and data extracted from Tape MT048 by AIMA

* Percentage of group with qualifications
** Other overseas countries and a small number of persons born at sea or who have not stated their birthplace are included in the total.

Table 4.10: Qualifications of Australian-born by age by birthplace of father, Australia 1981, percentages*

Birthplace of father	Degree All persons 20-24	Degree All persons 25-29	Trade certificate Males only 20-24	Trade certificate Males only 25-29	Population 20-29
	%	%	%	%	'000s
Australia	4.8	8.3	22.7	22.6	1,583
UK and Eire	4.9	8.8	23.5	24.1	105
Netherlands	4.6	9.1	27.8	28.7	22
Greece	6.9	13.1	11.9	13.4	15
Italy	5.2	7.7	21.6	24.6	55
Malta	1.8	2.5	29.1	33.1	10
Yugoslavia	5.5	9.9	19.8	21.2	10
New Zealand	7.7	13.0	17.9	20.0	6
Total **	4.9	8.5	22.4	22.5	1,915

Source: 1981 Census Tape MT048 as extracted by AIMA

* Percentage of group with qualifications
** Total includes all other countries of fathers' birth and not stated. Lebanon and Indo-China are not separately identified because of the small population aged 20-29 with fathers born in those countries: Lebanon 2,000 and Indo-China virtually nil.

Table 4.11: Percentage of 20-24 and 25-29 age groups with degree, by birthplace and gender, Australia 1981

Birthplace	20-24		25-29	
	Males	Females	Males	Females
Australia	5.1	4.7	10.1	6.9
UK and Eire	4.9	3.8	9.4	6.6
Netherlands	4.0	4.2	8.3	7.0
Greece	3.0	4.1	6.2	2.9
Italy	3.3	2.5	5.7	2.9
Malta	2.5	1.9	2.8	1.2
Yugoslavia	2.1	1.8	3.8	2.1
Lebanon	5.5	5.0	12.9	8.6
Indo-China	7.1	7.2	20.3	15.6
New Zealand	2.7	2.1	4.8	3.5

Source: Australian Bureau of Statistics, 1981 Census of Population and Housing, Cross Classified Characteristics Australia (2452.0) and data extracted from Tape MT048 by AIMA

Table 4.12: Percentage of Australian-born 20-24 and 25-29 age groups with degree, by gender and birthplace of father

Birthplace of father	20-24		25-29	
	Males	Females	Males	Females
Australia	4.9	4.6	9.8	6.8
UK and Eire	4.9	4.9	10.3	7.4
Netherlands	5.0	4.2	10.8	7.3
Greece	6.8	7.0	17.0	9.2
Italy	5.8	4.6	10.4	4.8
Malta	2.4	1.2	3.5	1.5
Yugoslavia	5.2	5.9	11.1	8.4
New Zealand	7.5	5.9	15.3	10.9

Source: Australian Bureau of Statistics, 1981 Census of Population and Housing, Cross Classified Characteristics Australia (2452.0) and data extracted from Tape MT048 by AIMA

As mentioned, the aspirations of ethnic groups for higher education are reported in several studies to be much higher than for the Australian-born and migrants from English-speaking countries. However, while their overall participation rates were also higher, up to the mid-'70s at least, the difference was 'nowhere near as large as the difference in aspirations found by Taft and others' (Anderson and Vervoon 1983: 107).

These earlier studies reviewed by Anderson and Vervoon (1983) also suggest a greater proportion in college than the Williams study. Anderson and Vervoon (1983: 100) commented

> That a lower proportion of non-English European students than English-speaking students entered university, despite having indicated while at school at least as much aspiration as the latter group did to study at university, suggests that a significant number had to settle for a CAE because their matriculation results were not high enough to win a place at university.

It is worth noting that the late '70s, the period relevant for Williams' cohort born in 1961, were times of relatively 'easy access' to higher education compared to the '60s and early '70s, and the emerging stringency of the mid-'80s. It may be that the students of non-English-speaking background in Williams' cohort could realise their aspirations more fully than could those seeking entry both before and after them (see also Anderson 1985).

With the exception of the most prestigious courses, there is some indication that the entry score for higher education declined in the late '70s. Students leaving school appeared to turn away from higher education, making it easier for those with high educational aspirations but relatively poor school results to enter higher education. A detailed discussion of the changes of enrolments in higher education is given in Learning and earning (CTEC 1982). The decline in the entry of students direct from school appears to be explicable by the decline in the availability of student assistance, and by the perceived decline in expected earnings from higher education relative to, for instance, apprenticeship. The virtual abolition of teachers' scholarships was the major factor in the decline in student assistance, though the Tertiary Education Assistance Scheme also eroded somewhat in real terms and the family income test for assistance under it became somewhat harsher. The apparent increase in the proportion of students of non-English-speaking background in higher education at that time could, in part, be due to the relatively greater willingness of their parents to support them (Beswick et al. 1983).

However, demand for full-time places in higher education by school leavers has revived strongly since 1982. The recent increase in rates of school retention will lead to further increases in demand for higher education in the rest of the '80s (Burke 1984). It appears there will be insufficient growth in places in higher education to meet the demands. CTEC (1984) estimated that an annual growth in intake of over 2,000 was the minimum necessary. The Commonwealth Guidelines (1984) provided for an increase of 1,300 in 1985.

If Anderson and Vervoon's finding - that many students from non-English-speaking backgrounds have more marginal results in their final school year - still holds, such students could feel disproportionately the effects of the lack of places in higher education that seems likely to eventuate.

Anderson et al. (1980) reviewed the distribution of students by faculty and type of institution. Ethnic groups in the studies reviewed were, as already mentioned, over-represented in CAEs, but this was concentrated in metropolitan CAEs: they were very much under-represented in country colleges. Students of European background were in notably higher proportion in engineering and science departments in the colleges. In both colleges and universities they were in somewhat low proportions in education and in universities in medicine.

Structure and finance of education

Funding

The future participation of ethnic groups in education can be affected by policy, for example: on funding of education in total and its distribution by

type of institution; on programs for the disadvantaged; on curriculum and credentials; and on student assistance. This section describes some aspects of actual or recently proposed policy affecting the education system.

Government schools, other than for minor 'voluntary' fees, are fully funded by governments. State governments manage the funds, over 90% of which come from their general revenue. About 6% of general recurrent funds, and about half of capital building funds for government schools, have come in recent years via Commonwealth Schools Commission recommendations. The Commonwealth also provides funds for a number of special programs in schools, separately discussed below.

After several years in which Commonwealth funds for government schools remained virtually constant, the 1984/85 budget provided for an increase in recurrent funds in 1985, and a promise to continue increasing the funds for a period of eight years: until the Commonwealth's share of a target level rises from about 5% to 8%.

Non-government schools receive, on average, well over half of their funds from governments. The large majority of Catholic schools receive the maximum Commonwealth and State grants for pupils in non-government schools, recently about 60% of the recurrent cost per pupil of government schools. These schools tend to operate at about 70% of the apparent average resources of government schools, raising therefore only a small percentage of their resources from fees and contributions.

A few of the Catholic schools, and many other non-government schools, operate at higher levels of resources. They receive less Commonwealth funds per pupil, and in some states less state funding, and raise substantially more through fees which, in many instances, now exceed $4,000 per annum.

Funds per school student grew at a very fast rate in the '70s (Burke 1983). Apparent resources in government schools grew by 90%, while pupil numbers rose about 7%. In part, however, the resource increase was an illusion in that incremental creep - the additional salary increment accruing to teachers after each year of employment - absorbed some of the increase. Also, declining enrolments in primary schools since 1979 gave rise to diseconomies, in the short term at least, implying a need for additional resources per pupil just to maintain standards. Primary enrolments are projected to grow from 1988, when secondary will decline somewhat. Still, staffing ratios improved by about 40%, a remarkable increase in a decade.

Under the Commonwealth Financial Guidelines (1984) the low resource non-government schools will receive progressively more Commonwealth funds over the next eight years, rising from about 35% to 45% of a community standard as estimated by the Schools Commission.* This is a substantially larger increase than that promised to government schools. Highest resource non-government schools will receive at least the same real funds as in 1984. Schools in between will receive increases on a sliding scale.

Since 1974, the universities and Colleges of Advanced Education have been fully funded by the Commonwealth Government. Real funds per student have not altered

* In 1983-84 the Commonwealth Schools Commission carried out a study of desirable resource standards for Australian schools. It proposed a basic set of standards which, at December 1983 prices, would cost $2,195 per primary school pupil and $3,240 per secondary student (Commonwealth Schools Commission 1984).

significantly over much of the period (Burke 1983) but due to 'incremental creep' there has been a recent worsening of staffing ratios. In the early to mid-'70s there was a rapid increase in enrolments. As already mentioned, demand for full-time places slackened in the late '70s but recently increased strongly. Funding increases are being made, but only to about two-thirds of the average cost of existing places per student. The Commonwealth sought advice from CTEC on the use of new technologies and other ways of increasing provision without increasing expenditure, but has been advised that there are few economies to be achieved in the short term.

Provision of places in TAFE is largely a state matter, though the Commonwealth provides part of the funds - a substantial part for capital expenditure. The suggested growth in TAFE enrolments reported by CTEC (1984) was not fully supported by Commonwealth funds. In any case, the projected growth may prove too small in relation to the growing number of Years 11 and 12 school enrolments.

Major programs for disadvantaged students: schools

States, from their general revenue, make a range of provision for groups seen to be disadvantaged. These are not well documented, whereas the allocations by the Commonwealth Government are. The most relevant Commonwealth program for this study is the English as a Second Language (ESL) Program - so-called from 1982. Details of funds allocated are provided in the Commonwealth Schools Commission Report for 1985 (1984). Funds under the program are directed mainly to general support for educational authorities to improve the English language competence of students of non-English-speaking background ($55 million in 1983) and for intensive programs for newly arrived students with limited or no English language skills ($12 million in 1983). The allocation of funds takes account of estimates of students of non-English-speaking background in different systems. The allocation of about 1% of ESL funds to non-Catholic private schools appears to be much smaller than their share of such students in the most recent survey (Education and Youth Affairs 1984). But, as already mentioned, the estimates for this sector may be biased, and in any case it may include overseas students temporarily resident in Australia.

Campbell et al. (1984) consider the achievements of the program, but they note that about a third of schools which have students from non-English-speaking countries have no specialist teachers under ESL programs. They suggest an increase of 15% to 30% in ESL teachers is required. They also suggest (1984: Ch. 7) a range of ways in which they believe the program could be improved, though they conclude that it is making a significant contribution to the education of students of non-English-speaking background.

A small amount of funds is also provided by the Commonwealth to promote multiculturalism in schools, including support for the teaching of community languages, and some assistance to part-time ethnic schools.

The overall program is discussed by the Schools Commission (1981: Chapter 5) and a review of ethnic schools was published in 1983 (Commonwealth Schools Commission 1983).

The Disadvantaged Schools Program, which provides 'Supplementary Grants' for particular schools, was established as a result of the Karmel Report (Schools in Australia, 1973). It provides additional funds on the basis of projects devised by selected schools where there is a large concentration of students from low income backgrounds. The program aims to raise skills, to make the curriculum more interesting and relevant, and to involve parents and the

community. For a school to be eligible to apply for funds under the Program it must be located in a district assessed to be disadvantaged on a socio-economic scale constructed by the Schools Commission (1981: Chapter 13 and Appendix 111). Major indicators of socio-economic disadvantage include: low education levels of the population; low income; low living standards, such as lack of motor vehicles; social factors, such as proportion of single-parent families; and cultural differences, such as a high proportion of students of non-English-speaking background.

Overall, it appears that many students of non-English-speaking background are in schools receiving funds under the Disadvantaged Schools Program as well as under the ESL program. It is notable that Victoria, with a high proportion of its population from non-English-speaking countries, receives a relatively large share of funds under the Disadvantaged Schools Program. However, it should be noted that the total funds under the Disadvantaged Schools Program is only a little more than half that provided for ESL. However, state authorities do make additional provision from their own general revenues for schools seen to have special needs. The amount allocated is not estimable at present, but probably far exceeds that allocated under the Disadvantaged Schools Program. It mainly takes the form of additional allocation of teachers.

The most recent major special program of the Schools Commission is the Participation and Equity Program (PEP) which replaced the Transition Program. In 1985 PEP received an allocation of $79 million, of which $45 million was for schools, and $34 million for TAFE. However, funds for 1986 have been cut as a result of the Commonwealth's review of expenditure in May 1985. The school allocation is concentrated in secondary schools with low rates of retention to Years 11 and 12. The major objective is to develop school programs so that they provide for those students who find the existing programs oriented to higher education wanting. Major objectives have been outlined by the Commonwealth Schools Commission (1983b) and developments to late 1984 are considered by Pettit (1984). Details of schools and funding have not yet been analysed, but it appears likely that a considerable proportion of the ethnic groups concentrated in socio-economically disadvantaged areas attend schools receiving benefits under PEP.

Curriculum: schools

Developments in the curriculum to increase its relevance to students are being fostered under the programs for Multiculturalism, Disadvantaged Schools and PEP. There are also reviews taking place at both Commonwealth and state levels of the overall functioning of schools. The Commonwealth appointed a Quality of Education Review Committee in August 1984 which reported on a wide range of matters in April 1985. In Victoria, a Ministerial Review of Postcompulsory Schooling, headed by Mrs Jean Blackburn, presented its final report early in 1985, on structures, curricula and credentials for students beyond Year 10 of schooling. The establishment of comprehensive upper secondary institutions, of a broader curriculum for all students, and of credentials based on achievement rather than competitive rank, have been suggested.

In Western Australia, a review of schooling chaired by Mr Kim Beazley has been released, and in NSW a review by Mr Doug Swan (Director-General) and Dr Ken McKinnon has been published. In Western Australia, a committee headed by Professor Barry McGaw has recommended an alternative assessment for HSC. Summaries of these reports are provided in Youth studies abstracts (1984: vol. 3, no. 4).

Student assistance: schools

Assistance for students is reviewed in DEYA (1983) and in Income support for young people (1984). The major form of assistance to school students is the Secondary Allowances Scheme (SAS) provided by the Commonwealth Government. SAS now provides some assistance (up to $1202 per annum in 1985) for about a quarter of all secondary school students in Years 11 and 12. The value of the allowance, while still low, has been increased very substantially since 1981, and the stringency of its income test on parents has been eased considerably.

The income test was, until recently, so severe that in an evaluation of the scheme in 1979, based on students in Year 10, about half the recipients came from one-parent families (Meade 1982). Meade's study for Queensland, and in Sydney, showed that a marginally higher proportion of children of non-English-speaking background were in receipt of SAS allowances. The considerable increase in value and coverage of the SAS since 1981 does mean that the early evaluation may now be of little relevance. An evaluation for the Department of Education and Youth Affairs was under way in 1984.

Special programs: higher education

Special programs for the disadvantaged in higher education have not been of significance. The Labor Government, elected in 1983, introduced the Participation and Equity Program with its main impact in schools and in funding TAFE courses for the young long-term unemployed (previously covered by the Transition Program and the Educational Program for Unemployed Youth). In higher education, an amount of $1 million has been set aside (out of a total higher education budget of $2100 million in 1985) to assist in promoting access by disadvantaged groups. Perhaps of greater impact is the only slightly veiled threat that institutions which are not seen to be catering for groups with disadvantages may find their share of total funds reduced. It is not clear what impact this will have on enrolments by students from non-English-speaking countries.

Curriculum and courses: higher education

The Commonwealth Government, in its concern for the restructuring of industry in Australia, has directed that any growth in places of higher education be in management, science and technologies. This is not likely to disadvantage students of non-English-speaking background. But in any case, with marginal funding it is going to be difficult for institutions to expand their places in science and technologies as these are relatively expensive to provide (CTEC 1984b).

Student assistance: tertiary education

In higher education and approved full-time TAFE courses, the major form of financial assistance is the Tertiary Education Assistance Scheme (TEAS) provided by the Commonwealth Government. The maximum living-at-home allowance was $2,321 (in 1985) and $3,581 for independent students or those living away from home.

Student assistance eroded in value in the late '70s. A principal factor was the virtual elimination of teachers' scholarships which had been a major source of funding, especially for country students and females. As noted earlier, students of non-English-speaking background were relatively under-represented

in teacher education in the early '70s, so were perhaps not so severely affected by these cutbacks. The TEAS scheme, as documented by Education and Youth Affairs (1983a: Table 5.4) eroded in value over a considerable period The 10% increase in its nominal value for 1985 made only marginal restoration of its real value, which remains below the level of the late '70s.

Access by students of non-English-speaking background to TEAS is not well documented. The study by Beswick et al. (1983) indicated a slightly higher proportion of such students were living at home on TEAS allowances. They also found, incidentally, a greater willingness among their parents to provide financial support for their tertiary student children, and that parents of non-English-speaking background made fewer complaints about financial difficulties in supporting tertiary students. As mentioned earlier, this may be a factor in the apparently high proportion of students of non-English-speaking background participating in higher education at a time when financial assistance was relatively poor.

The Participation and Equity Program, which subsumed the Transition Program from the beginning of 1984, does provide allowances for students in TAFE 'Transition' and 'EPUY' courses for young people who have experienced prolonged unemployment. The allowance is equal to unemployment benefit plus $6 per week.

MIGRANTS' ACCESS TO TAFE

As in some other programs, migrants have access to TAFE either through courses for the general public, or through courses specifically for migrants. The latter are usually provided if governments feel barriers hinder or prevent migrant access to the former, or if general courses are unlikely to assist migrants with specific needs.

This section of the report looks at:

- the structures of some of the special routes into TAFE or through TAFE into other educational, employment or other activities
- the extent and limitations of data collection in the evaluation of the effectiveness of policies related to migrant access to TAFE
- what the actual data describe, and
- what conclusions the existing data allow to be drawn.

The new role for TAFE in migrant and ESL education

In general an extensive migrant education program in TAFE has been in operation for less than two years. Until 1983, state provision of courses specifically for migrants varied considerably - ranging from transition courses and part-time evening courses in literacy and basic skills to full-time language training for migrants for specific purposes. In the main, provision was limited.

Mid-1982 marked the initiation of a radical change in the adult migrant education provisions. As a result of Recommendation 18 of the Evaluation of post-arrival programs and services (AIMA 1982), the Commonwealth Government transferred the funding and provision of ESP (English for Specific Purpose) courses from the AMEP, conducted by the Commonwealth Department of Immigration

and Ethnic Affairs, to TAFE. An arbitrary decision was made to divide the client population into those who did and those who did not reach above Scale 2 on the Australian Second Language Proficiency Rating (ASLPR), that is those who supposedly did and those who did not have a 'minimum' vocational level of competence in English. Specific purpose courses for the former were to be provided through TAFE, and basic English for the latter through the Australian Migrant Education Service (AMES), the operational arm of AMEP. This new structure effectively came into operation from the beginning of 1983, with Commonwealth funding for TAFE programs being provided through the Commonwealth Tertiary Education Commission (CTEC) on an annual program funding basis.

The objectives of the program, as recommended by the TAFE Council, (CTEC 1984: Vol. 1 Part 5: 104) and endorsed by Government, are:

. to increase English proficiency to a level where a migrant seeking to obtain training can achieve entry into courses in TAFE or other post-secondary institutions

. to help migrants who may already have skills develop an adequate command of English for occupational purposes and/or obtain recognition of their overseas qualifications.

In addition to providing funds for expanded course provision, CTEC has also aimed to help foster:
. the development and organisation of course materials and equipment
. curricular development, and
. staff development.

The movement of the ESP program to TAFE has been controversial, and though some State TAFE departments have responded extensively and quickly, others have been hesitant.

The rationale behind Recommendation 18 itself is praiseworthy. The Institute was concerned that, because funding of courses was located in AMEP, many migrants sufficiently proficient in English to handle specifically vocational courses were still being provided with only general English courses. By shifting part of the AMES funding to TAFE, it was intended to encourage the mainstreaming of migrants either in TAFE or other tertiary courses, or to provide ESL courses around specifically vocational content. This has been occurring to some extent, though the program has only been operating a short time. However, there have been some negative effects on AMEP, and there are some constraints on the operation of the TAFE program.

In terms of the overall level of funds being provided to AMEP to conduct English language courses, the relative reduction of its Commonwealth funds from the transfer of specific purpose funds to TAFE was small. TAFE in Victoria, for example, received $1 million in 1983 and $1 million in 1984 from the Commonwealth, whereas AMEP has received an annual budget in Victoria of about $12 million. The impact on AMEP was through prohibition upon the funding of courses in advanced English, rather than the cut in funds. This caused AMEP to stop funding some innovative courses taking place in higher education institutions, such as the Royal Melbourne Institute of Technology. The cessation of funding for such courses and their staff must be weighed against the potential gains in the transfer of funds to TAFE.

Certain constraints have also operated within the TAFE system which have prevented it from being able to accommodate the new demands thrust upon it quickly and flexibly. For example, CTEC has been made aware of the reservations some of the State TAFE authorities have had concerning:

- the principle involved in the Commonwealth specifying a priority use of Particular Program Grants which, traditionally, had been allocated according to state priorities

- the possible diversion of funds from services being provided for other disadvantaged groups

- the need for the Commonwealth to provide additional funds for its new priority.

As a result of these reservations, the TAFE Council advised, and the Government accepted, the establishment of a new category of funding, Special Purpose Grants, in 1984. These were to include provision of courses under the TAFE Advanced English Program.

Other concerns which have arisen at a central level in the administration of the Advanced English Programs are:

- the difficulty of determining the extent of the demand for such courses and the expectations of potential participants

- the shortage of qualified teachers and Australian teaching materials

- the importance of appropriate allowances for course applicants.

Another obvious concern is the actual amount and continuity of funding of the program. The ESL program through CTEC is a very small program, and the CTEC has felt hesitant about the level of pressure it can bring to bear on the states to commit themselves to it.

Apart, perhaps, from New South Wales, the states have treated migrant education as a fairly peripheral program. For instance, the annual rather than permanent budgeting of funds, as well as the small amounts budgeted, has restricted severely the staffing and planning of programs. The current problems are reminiscent of those experienced under the Commonwealth Transition Program in its early years. In some states, the success of the program tends to depend very much on the chance location of persons with interest and dedication in colleges, while the development and morale of program staff, in the face of poor and uncertain funding, often tends to be low.

Yet, in spite of these constraints, there is some attempt at both national and state level to advance migrant education, not just through a narrow ESL program but through a broad multicultural education policy. New South Wales has begun to implement a policy for TAFE. Victoria will release such a policy by the end of 1984, and Western Australia could begin to develop one in 1985.

Rather symbolically, TAFE migrant education, the Victorian TAFE Board's newsletter on migrant education, changed its name with its eleventh issue (May/June 1984) to TAFE multicultural education. The editors remarked '...it is now time for a title that reflects Victorian TAFE's growing involvement in multicultural education and related issues'. There is a strong feeling at both grass-roots and state management levels that programs catering only for English language needs are not able adequately to serve the needs of more than a small minority of migrants, and that broader approaches are needed to increase the participation of migrants in general education, both in TAFE and elsewhere (Endear and Thomas 1984).

As data have not been collected from all state and tertiary TAFE authorities, however, one cannot say what plans the rest of the Australian TAFE authorities

might have in this direction. In general, the policy of state authorities has been to direct the provision of ESL courses away from general English and move it more towards access and vocational programs, or into further studies in mainstream TAFE and other tertiary institutions.

Details on the programs in New South Wales, Victoria, Western Australia and Queensland are provided in Appendix 1.

Sources of data on migrants in TAFE

There is a persistent lack of statistical data on migrants' demand for, and use of, Australian educational facilities, whether those of TAFE or those of other institutions. However, as the following quotations illustrate, the continuance of this dearth of data is not due to any lack of expression of the need for such data.

> We also saw a need to have better information available for planning programs and assessing their effectiveness, both in the teaching of English and multicultural education, and we recommend the establishment of a Commonwealth-State working-party to advise on arrangements for collecting and analysing such information (Galbally Report 1978: 1.22).
>
> ...we recommend...an extensive survey by the Department of Immigration and Ethnic Affairs of the needs for English of the various migrant groups (Galbally Report 1978: 1.24).
>
> No judgment of the effectiveness of programs funded by government can be made nor can the development of programs in future be adequately carried out unless relevant, accurate and up-to-date information is made available to bodies responsible for policy and action. Such information is not readily and consistently available to the Commonwealth co-ordinating body (the Schools Commission) from the various government and non-government school authorities (Galbally Report 1978: 40).

Four to six years later, a lack of data was still being reported.

For example, it was reported in 1982 in the Australian Institute of Multicultural Affairs evaluation of the Galbally projects:

> A shortage of adequate information on the English-language needs of migrants continues to inhibit evaluation and planning in the longer term. This has made it difficult to assess the impact the program has made upon the backlog of those needing further English-language tuition (AIMA 1982: 14).

The setting up of better counselling services for migrants, for example, is constrained by the lack of data available for counsellors.

> How can they realistically assess students' backgrounds, their capacities, as well as how well their qualifications suit Australian standards without performance data on migrants currently in the workforce? (Endear and Thomas 1984).

At the end of December 1983, Rod Grant, President of the Victorian Association of Teachers of English Speakers of Other Languages, commented that:

> Problem number one...is difficulty in obtaining information about courses. Nowhere in Melbourne, nowhere, is there a complete list of courses on offer, currently and in the near future...Secondly... nowhere is there any central registry of students who wish to join a course, or of their needs. Without at least some attempt to do this how can we know what courses are needed, and where, and by how many students? (Grant 1983).

The Ethnic Liaison Officer Working Party of the Commonwealth Department of Education and Youth Affairs proposed as late as 1983 that the relevant Commonwealth and State Authorities develop an accurate and co-ordinated data base to keep, plan and implement ESL programs focused on the needs of new arrivals (Education and Youth Affairs 1983b).

The statistical data available

In the absence of good survey data, much of the evidence concerning the educational system's deficiencies in meeting the needs of ethnic communities is anecdotal.

For example:

> The most convincing evidence that this has been - and to a considerable extent still is - the situation of large numbers of children of non-English-speaking background comes not from performance data or age-grade retention (although both offer confirmation) but from the scattered and mostly unheeded observations and pleas of teachers and a few others, such as counselling staff and now more recently the migrant communities themselves, moved to speak out by their present knowledge of these children and their schools (Martin 1976: 61-2).

In a study in 1981, which included Northern Melbourne, an area of migrant concentration, Davis and Woodburne (1981) also found that the statistical evidence of under-representation of migrants was not as graphic as the personal observations given by the teachers.

The data sources used in this paper for giving some indication of migrants' demand for the use of facilities in TAFE comprise:

- those available at Commonwealth Government level
- those available at state government level, and
- research study sources.

Sources at Commonwealth Government level

More effort seems to have been made in recent years by school than by TAFE authorities to compile data at a national level. For example, as a result of the Galbally Recommendation No. 4 the Commonwealth/States Working Party on Data Collection on Students was established in December 1978, and data on schools were collected. The working party comprised representatives of the Commonwealth Department of Education; the Schools Commission; the Curriculum Development Centre; State/Territory Departments of Education; Catholic and Independent Schools systems; the Australian Teachers' Federation; the Australian Bureau of Statistics; and the Australian Ethnic Affairs Council. The Working Party initiated one national survey of students born in non-English-speaking countries in 1980, but has not met since the survey's completion. However, the Department of Education and Youth Affairs carried out a further survey in 1983, reported earlier in this paper.

TAFE authorities, on the other hand, though expressing the need for better statistics (CTEC 1984:I.5, 105-6) for planning purposes have not initiated any action for a national survey either on a one-off or on a continuous basis.

Existing TAFE national sources on migrant use of TAFE consist of a 1975 survey by the Commonwealth Department of Education, published in 1978, and current DEYA collections of data on numbers of immigrants receiving allowances for

attending full-time TAFE ESL classes. The first source is dated, and the second does not provide comprehensive data on student numbers, either by course type or whether migrants were in full- or part-time ESL classes.

Also, there are no data from these sources for estimating to what degree certain barriers to participation by migrants may cause their enrolments to fall below the level of their real need. An extra financial barrier to participation was created in mid-1983 when a means test was introduced for the allowances. The introduction of this test may particularly affect migrant women with young children, who might have been using the allowance to pay for child-minding while they attended the classes. However, without data one can only speculate on the impact.

The matter of collecting statistics by place of birth has been raised by the Joint Committee on TAFE Statistics as recently as October 1984, but no decision was made to go ahead with the matter. Although reasons for not doing so were not officially given, at least four would seem to apply. The first is that the data could be considered 'sensitive' by students, and that a high proportion might not answer the question of place of birth on their enrolment form. The second relates to the length of enrolment data forms and the felt need to keep such forms simple and short. The third concerns the relationship between the Commonwealth and states. It has been said that some states would feel concerned over possible Commonwealth uses of information which they collect but for which they themselves had no immediate use. The fourth concerns possible industrial implications. For example, teachers conducting ESL classes in the Australian Capital Territory have already refused, on the ground of invasion of privacy, to collect information from students on place of birth.

Sources at State Government level

The extent and quality of solid statistical data in TAFE varies by state.

In Victoria the lack of data is frequently mentioned, and one of the terms of reference of the Working Party of the TAFE Board, currently developing a multicultural education policy for TAFE, includes an instruction to find out ways of compiling an adequate statistical data base. Though the colleges like to maintain their regional independence there seems to be general agreement over the need for additional centralised statistical collections.

In the meantime, the Victorian TAFE Board has appointed an ESL project officer at its Vocational Orientation Centre to:

- gather together available information about all ESL courses offered through TAFE
- make recommendations about how users can be informed of programs and referred to those most appropriate to their needs.

The New South Wales Department of TAFE would seem to be the only Australian TAFE department with published data on numbers of migrants participating in the TAFE system generally. Usually, data from other states only refer to the number of participants in special programs such as ESL.

The two principal sources of New South Wales TAFE student data derive from a question on the enrolment form on the most common language spoken at home and from a 'one-off' survey of ESL students carried out in 1983. A problem with the enrolment data is that an unknown number of the students reporting their home language as other than English were English-speaking and were born in

Australia. Hence the data are not comparable with the ABS data on population born in non-English-speaking countries, or on population with parents born in non-English-speaking countries. Authors of the New South Wales TAFE report Multiculturalism: TAFE's response (Caldwell et al. 1984) therefore recommend that the revised student enrolment form incorporate questions on country of birth and on year of arrival, as well as the present questions on the language most commonly spoken at home.

The New South Wales TAFE enrolment data also have the limitation that the breakdown by language spoken at home is only in terms of English or non-English. The information on what language was spoken if the language were not English, though asked for and collected, has not been coded and, as a consequence, has not been released.

Data from other state authorities on participation of migrants in TAFE all tend to be in reference to ESL programs. The Queensland TAFE migrant education program operates through the South Brisbane College of TAFE, and data available on migrants in TAFE primarily refer to the special migrant program located in, or being developed from, this college.

Data on the Western Australian TAFE program have been made available in progress reports from the Advanced English Program within TAFE in the Department of Education but, again, only in respect of special programs.

Northern Territory and Tasmania both report not having any data suitable for evaluative purposes, although the Tasmanian respondent reports a need for developmental evaluation of planned programs. Data for this report were not collected from South Australia or the ACT.

In addition to their provision of data on number of persons of non-English-speaking background in TAFE courses, New South Wales authorities have provided one-off data on the occupational and/or student status of migrant students in their country of origin and in Australia at the time of their course. Queensland sources have provided some data on umemployment levels of student participants in ESL courses, while certain Victorian TAFE colleges have provided transition data on students who have left the ESL course.

Research study sources

The researchers were surprised by the apparent lack of research being conducted outside TAFE on migrant access to TAFE. The Centre for Research in Education and Work (CREW) has not carried out specific research on migrant access to TAFE, although in its field investigations on the participation of youth and the general population in TAFE programs, it usually has included a question on place of birth of respondents and their parents. Even the collection of data on migrant access to TAFE at this peripheral level does not seem to be a common practice. Discussion of ethnic groups in TAFE in the Anderson and Vervoon (1983) review, for example, is noticeable by its paucity, and no studies on the subject, other than the previously mentioned 1975 Commonwealth Department of Education survey, are reported in the recent review by Sturman (1985). A literature search carried out by CREW also failed to uncover any significant work.

The researchers presume, therefore, that the CREW analysis of place of birth of respondents in its studies of TAFE programs forms a major part of the little work that has been done in this area by organisations or researchers outside TAFE. Some of the CREW research is of relevance to the study of access to TAFE education in the area of trade education, and a special analysis of the data

has been carried out for this reason. However, the research is very much confined to special facets of access, and could be specific to the location and time of the surveys.

Obviously there is a lack of comprehensive independent research on migrant access to TAFE and more needs to be done.

Data: a final point

Data on migrants' needs and on their access to education sometimes contradict themselves, as well as being deficient in extent and depth of coverage. In 1980, for example, the Schools Commission reported that 575,900 persons (about 20% of the total school population) were born in non-English-speaking countries; 400,000 of these were in government schools. In contrast, in 1982, the Australian Teachers' Federation estimated only 296,000 were in government schools (see Campbell et al. 1984:10).

Uncertainty and debate also exist over the actual number of overseas-born who need to learn English. For example, in its 1978 report Participation, the Ethnic Affairs Commission of NSW estimated 300,000 migrants in Australia, and 100,000 in New South Wales, as not fluent in English or speaking only 'fair to poor' English. The Galbally Report gave 300,000 as the number needing English language instruction, while a study by the Department of Immigration and Ethnic Affairs cited in AIMA (1982) gave a larger number of 525,000 persons possessing less than survival skills in four areas of English language competency. However, in contrast, the 1983 ABS language survey of persons in Australia, requested by the Senate Standing Committee on Education and the Arts, estimated only 65,800 persons not using English, and 47,100 not understanding it, although it did not survey the level of competency in English of those of non-English-speaking background claiming to use English.

A paper by the Ethnic Affairs Commission (1984a) makes a creditable attempt to reconcile the discrepancies between these estimates, using data from the 1981 Census. However, as Price (1983) points out, the credibility that can be given to the upper and lower estimates of numbers in different ethnic groups requiring ESL support has planning connotations, not only for direction of program development, but also political implications relating to the amounts of funding.

Ethnic profile of TAFE students

While the most detailed recent data source on migrants in TAFE is that of the New South Wales Department of TAFE, the most recent source prior to this would seem to have been the Commonwealth Department of Education survey of 1975. The relevant data from this survey are reported in Table 4.13. Other comparative data, either prior, subsequent or parallel to the time of the New South Wales report are hard to find.

CREW, carrying out studies of participation in TAFE, frequently asked participants their own and their parents' country of birth, and some of the data from these questions are included in this section. Also, a small amount of data on the employment status of participants in particular courses are available from Victorian and Queensland sources.

Unfortunately, the data from these sources are not always comparable. For example, subjects in the 1975 survey are classified by country of birth, whether Australia or other than Australia, (and if the latter, whether English-

Table 4.13: Ethnic backgrounds of TAFE students, percentages[a]

	Born in Australia	Born in other English-speaking countries	Born in non-English-speaking countries	Number
Students				
Male	82.0	9.0	9.0	313,700
Female	82.8	10.5	6.7	159,000
Persons	82.3	9.5	8.2	472,900
Fathers of students				
Male students	69.1	15.1	15.8	b
Female students	71.6	17.6	10.8	b
All students	69.9	15.9	14.2	b
Mothers of students				
Male students	72.2	12.8	15.0	b
Female students	74.2	16.0	9.8	b
All students	72.9	13.8	13.3	b

Source: Education (1978:9, 10)
Notes: a Percentages are derived from a sample of the total TAFE population.
b Information concerning fathers and mothers was obtained from the students.

or non-English-speaking). The New South Wales TAFE data, however, are classified by principal language spoken at home, so persons classified as 'non-English-speaking' could in fact be English-speaking and born in Australia.

The CREW data, like the Commonwealth's, are based upon country of birth of respondents and their parents. Findings from this data are presented below.

Participation in TAFE

Overseas-born people from non-English-speaking countries would seem to be under-represented in national and New South Wales TAFE course enrolments. The Commonwealth Department of Education source (Education 1978) showed overseas-born from non-English-speaking countries as comprising 8% of the 1975 TAFE national population. In comparison, migrants from non-English-speaking countries made up 12% of the 1976 population aged 15 to 34. Students with fathers from non-English-speaking countries comprised about 14% of the 1975 TAFE enrolments, but about 18% of the population aged 15 to 34.

In New South Wales the enrolment data on migrants from non-English-speaking countries in TAFE, in the survey reported by Caldwell (1984), include those born in Australia in families of non-English-speaking origin. These enrolments made up 8.6% of New South Wales TAFE enrolments, whereas approximately this proportion of the whole NSW population aged 15 to 24 was born in non-English-speaking countries. Another measure is the proportion of the population enrolled in TAFE: for those of English-speaking background it was 6.1%, and for those from non-English-speaking countries it was 4.2%.

Evidence of lower representation of migrants from non-English-speaking countries in TAFE is fairly conclusive, but this in itself does not prove inequity. The level of participation in tertiary education as a whole must be borne in mind, and the tendency for migrants from non-English-speaking countries to be under-represented in TAFE may reflect, to a greater or lesser extent, a preference on their part to undertake higher education than that offered by TAFE, rather than difficulties in their entering TAFE.

Participation in trade courses

Several sources show that the under-representation of migrants of non-English-speaking background in TAFE is most marked in trade courses. Caldwell et al. (1984) show that, in NSW, only 17% of males of non-English-speaking background as against some 35% of all male TAFE students, and some 1.5% of non-English-speaking background females as against 2.0% of all female TAFE students, are enrolled in trade or post-trade courses. The longitudinal study being carried out by Williams for ACER also shows an under-representation of migrant youth from non-English-speaking countries in his full-time work/part-time education population category, where most of the trade apprentices in the survey would be located. Sloan (1985) reports ABS and other surveys that indicate a relatively low proportion of apprentices born, or with fathers born, in a non-English-speaking country.

Data on migrants from the current CREW study on NSW tradespersons also seem to indicate that migrants are under-represented in entry to trades through apprenticeship. This does not mean that migrants are under-represented in trades. For example, the Census data show that, in general, overseas-born, whether from English-speaking or non-English-speaking countries, are not under-represented in skilled trade occupations, though there is no way of determining what proportion of these, in comparison with Australian-born, are working with skilled trade qualifications.*

However, the CREW data suggest that Australian residents from non-English-speaking countries are under-represented as tradespersons who entered their trade from an apprenticeship within New South Wales (Table 4.14). Indeed, the CREW data also suggest that, compared with the general population, Australian residents with parents born in non-English- speaking countries could also be under-represented. Although in the case of both migrants and their children, there might have been some bias caused by a greater difficulty of identifying those tradespersons from non-English-speaking countries.

* Data from the 1981 Census for place of birth and father's place of birth of persons aged 20 to 29 and holding trade qualifications were shown in Tables 4.9 and 4.10 . Persons born in non-English-speaking countries were a little less likely to hold qualifications than those born in Australia or overseas English-speaking countries. However, a higher proportion of persons born in one of several European countries, notably Germany and Italy, held trade qualifications. Persons born in Greece, Lebanon, other Asian and North American countries were under-represented. Some of those born overseas would have obtained their qualification overseas, especially those from countries such as Germany, where apprenticeship forms a major part of the training system. For Australian-born persons with fathers born outside Australia, trade qualifications were held by a high proportion of those with fathers born in Malta and the Netherlands, and a noticeably low proportion of those with fathers born in Greece. But it must be remembered that, of Australian-born persons aged 20 to 29 with Greek-born fathers, a noticeably high proportion held degrees.

Table 4.14: Comparisons of tradespersons and general population, place of birth and parents' place of birth (percentages)

A. Place of birth of respondents and Australian general and selected trade populations

	Respondents to CREW study Aged 20-29		Population* (1981)		
			NSW males aged 20-29	Australian population	
Place of birth	Fitters & machinists	Electrical	General	Fitters & machinists	Electrical
Australia	85.8	89.0	77.7	68.7	79.2
UK and Eire	5.8	6.4	5.7	13.2	10.2
Elsewhere	8.4	4.6	16.6	18.1	10.6
N =	409	359	422,000	19,822	106,902

B. Place of birth of fathers of:

	Respondents to CREW study		Male population*
	Fitters & machinists	Electrical	NSW aged 20-29
Australia	68.5	70.9	66.2
UK and Eire	13.1	11.5	9.8
Elsewhere	18.4	17.6	24.0

C. Place of birth of mothers of:

	Respondents to CREW study		Male population*
	Fitters & machinists	Electrical	NSW aged 20-29
Australia	71.0	74.6	68.1
UK and Eire	12.0	9.3	8.5
Elsewhere	17.0	16.1	23.4

Source: ABS 1981 Census Data and CREW Study of apprenticeships in New South Wales

* The 1981 Census did not contain a question upon birthplace of parents of overseas-born Australian residents. Hence, these populations are estimated on the assumption of numbers of Australian-born parents of overseas-born residents not being sufficient to distort significantly the proportions if parents of overseas-born residents are treated in the estimates as also overseas-born.

In view of the consistency of findings from these sources, the general observation is that migrants from non-English-speaking countries are under-represented in apprenticeships. This might be put down to a number of factors including:

- the usual requirement for persons entering apprenticeships to have entered the country at least by the age of 15 or 16 so that they can successfully compete for the limited vacancies
- the inclusion in several apprenticeship selection processes of a test on word comprehension
- aspirations, particularly of first generation Australian-born in families of non-English-speaking background, for higher education.

Table 4.15: Proportion of tradespersons who had obtained apprenticeships by personal contact and by answering advertisements, by place of birth of respondents and parents, and by occupation of father

Occupational background of fathers	Respondents born in Australia			Respondent born outside Australia	
		Parents born in		Parents born in	
	(1) Australia	ES (2) country	NES (3) country	ES (4) country	NES(3) country
Personal contact					
White collar	26.3	33.3	34.8	31.8	20.0
Skilled	19.9	27.8	18.2	8.0	20.0
Other	16.5	16.7	21.7	16.7	8.3
All respondents	21.9	25.4	23.5	18.6	15.6
N =	497	71	102	59	32
Answering advertisements					
White collar	55.4	53.3	43.5	54.5	40.0
Skilled	65.2	52.2	48.5	72.0	53.3
Other	69.9	44.4	52.2	50.0	41.7
All respondents	62.0	50.7	49.0	51.0	46.9
N =	497	71	102	59	32

Source: CREW (1984) Study of apprenticeships in New South Wales

1 one or both parents born in Australia
2 one or both parents born in English-speaking country other than Australia
3 both parents born in non-English-speaking country
4 one or both parents born in Australia or another English-speaking country

The traditional importance of personal contact in obtaining apprenticeships may also help explain the under-representation of migrants. In the case of electrical and metal trades (CREW 1984), personal contact is the second most important means of obtaining an apprenticeship, and in the case of carpentry and joinery it is the most important. Families without a strong contact among employers are therefore likely to be disadvantaged in the hunt for jobs, and this might tell against recent arrivals.

Nevertheless, any differences among families in their contact with employers are not just due to place of birth. Table 4.15 shows that class, as measured by occupational background of parents, is also important, whether or not the parents were born in non-English-speaking countries. Persons with fathers in white-collar occupations were more likely to have obtained electrical and fitter/machinist apprenticeships through personal contacts than those with fathers in other types of occupation. Persons with fathers outside white-collar or skilled occupations were least likely to have obtained such apprenticeships.

A final finding of the CREW data, shown in Table 4.16, was that the children of parents in white-collar occupations are under-represented in the trade population from non-English-speaking countries. The reason might be that they are under-represented in the general population from non-English-speaking countries, or, alternatively, that they have greater aspirations for their children to enter non-manual rather than manual occupations.

Table 4.16: Occupational background of parents of electrical and fitter/machinist tradespersons, who had undertaken apprenticeship in NSW, by place of birth of respondents and parents (percentages)

	Respondents born in Australia			Respondents born outside Australia		All respondents
	Both parents born in:	One or both parents born in:		Parents born in:		
Occupational background of parents	Australia	another English-speaking country	non-English-speaking country	English-speaking country	non-English-speaking country	
Of father:						
White collar	42.8	41.7	22.5	35.5	14.7	38.2
Skilled	36.3	31.9	32.4	40.3	44.1	36.1
Other	20.9	26.4	45.1	24.2	41.1	25.8
	100.0	100.0	100.0	100.0	100.0	100.0
Of mother:						
Home duties	54.4	48.6	52.9	35.5	52.9	52.1
White collar	23.7	29.2	14.7	38.7	5.9	23.4
Skilled	5.8	5.6	5.9	4.8	8.8	5.9
Other	16.1	16.7	26.0	20.9	32.4	18.7
	100.0	100.0	100.0	100.0	100.0	100.0
N =	498	72	102	62	34	768

Source: CREW (1984)

Regional disparities

The Caldwell et al. study (1984) clearly indicates regional disparities in concentrations of non-English-speaking people in TAFE in NSW.

Table 4.17 shows:

- greater unevenness of dispersion among those of non-English-speaking background than among those of English-speaking background in New South Wales, and in TAFE enrolments
- disparities between the distribution of enrolments and of population for people of both English-speaking and non-English-speaking background.

Table 4.17 also shows clearly the concentrations of more than 60% of enrolments of people of non-English-speaking background in the Inner Metropolitan and South West Metropolitan areas of Sydney, concentrations which are consistent with concentrations of students in ESL classes in individual colleges. For instance, in 1983, Sydney and Petersham Colleges in the Inner Metropolitan Region, enrolled 16.0% and 10.5% respectively of ESL students in the state, and Bankstown and Wetherill Park in the South West Metropolitan Region, 10.1% and 10.9%; that is, 47% of enrolments were concentrated in 4 of 19 colleges providing programs.

Unfortunately, the data are inadequate to show whether or not TAFE is providing an efficient and equitable pattern of distribution. The last column, which gives a crude index of the use of TAFE by people of non-English-speaking background, could suggest that the needs of people of both English-speaking and non-English-speaking backgrounds in the Southern Metropolitan area of NSW are comparatively neglected.

Table 4.17: Percentage distribution of TAFE enrolments and population by region and home language, NSW

	Enrolments (1982)		Population (1981)		Index of variation between distribution of enrolments and population*	
	ESC[1]	NESC[2]	ESC	NESC	ESC	NESC
Inner Met.	18.8	46.9	10.2	26.6	184	176
West Met.	8.8	9.0	14.1	16.0	62	56
South-West Met.	8.1	19.2	9.0	15.9	90	121
South Met.	4.6	3.9	9.1	12.9	51	30
North Met.	12.3	8.0	17.0	12.8	72	63
Newcastle	8.9	3.7	8.3	3.2	107	116
Wollongong	5.6	6.6	4.2	5.8	133	113
Rest of NSW	32.9	2.7	28.1	6.8	117	40
Total	100.0	100.0	100.0	100.0	100.0	100.0
	270,210	25,082	4,463,031	597,163		

Source: Caldwell et al. (1984)

* The index of variation is the percentage of enrolments divided by the percentage of the population, multiplied by 100.

1 ESC - born in English-speaking country

2 NESC - born in non-English-speaking country

Provision by gender

In spite of concern for equal employment opportunities for women, information is not necessarily collected on enrolment by gender. The Caldwell et al. study (1984), though it has data on enrolment of students from non-English-speaking countries in TAFE mainstream courses by gender, did not ask a question on gender in its survey of ESL participants. Of the four states surveyed, only Queensland provided official data.

At the South Brisbane College the male:female ratio among ESL participants was about 55:45. However, because of differences in the methods of organising courses and financing students, this ratio might not apply in other states.

In the first place, in the only three states where students are currently receiving Commonwealth allowances under the ESL program - that is New South Wales, Victoria and Western Australia - only about 23% of the students are female (Table 4.18). However, since July 1983, students receiving this allowance have been subject to a means test. As a result the allowance is not available to females with employed spouses or to females on unemployment benefits.

Table 4.18: ESL allowance paid by the Commonwealth to states in 1983/84

State and Territory	1983* Number M	1983* Number F	1983* Percentage female	1984** Number M	1984** Number F	1984** Percentage female
N.S.W.	98	32	27.4	154	60	28.0
Victoria	155	60	27.9	91	18	16.5
Western Australia	173	34	16.4	101	22	17.9
Northern Territory	-	3	-	2	2	-
All respondents	426	134	23.9	348	102	22.7

Source: Department of Education and Youth Affairs
* From July 1, 1983
** From July 30, 1984

The allowance data describe only a small proportion of students undertaking the courses. For example, while 1,522 persons participated in ESL courses in New South Wales in 1983, only 9% of these were funded in the second half of 1983 (the period for which data is available) under the ESL allowance scheme. Others would have been funded on unemployment and other benefits, or under the ESL allowance scheme prior to its means testing; while others would be not funded at all. Hence, generalising gender breakdown from the allowance data is very risky.

Outcomes of programs

The only outcome data made available to the researchers came from certain Victorian TAFE colleges providing specific courses at specific times. The

collection of the data was on the initiative of those conducting the courses, and there does not seem to be any mechanism for ensuring its wider and continuing collection. Nevertheless, the follow-up studies that have been done show encouraging results.

For example Colls and Elliott (1984) report the six TAFE ESL courses held and completed at the Royal Melbourne Institute of Technology during 1983 and 1984. The figures in brackets are the numbers of students they were able to contact.

1983
English for Nurses (13 students) - 12 now employed as nurses in hospitals.

English for Electrical Mechanics (12 students) - 12 passed the SEC licensing examination.

English for Professional Engineers (14 students) - 7 now working as engineers.

Pilot course - Preparation for Nursing (15 students) - 7 accepted for subsequent enrolment in English for Nurses course.

1984
English for Nurses (13 students) - 11 now employed as nurses in hospitals.

English for Professional Engineers (14 students) - 6 now working as engineers.

The 1983 success rate for Professional Engineers (just under 50%) has dropped from that of 1981 and 1982, when the success rate was more like 90%. But, as Colls and Elliott point out, the employment rate of the 21 indigenous mechanical engineer graduates who graduated from the RMIT Faculty of Engineering in December 1983 was less than 25%.

Endear and Thomas (1984), reporting on a follow-up of TAFE college students doing Courses in English for Further Studies, found that 90% of the students were in Year 12 or tertiary courses in 1984.

However, although the students attending the above courses may be doing well, the courses cater for only a minority of migrants, and do not cater for some of their broader needs. Also, the specialising in certain occupational areas means that the offering of courses is restricted geographically to where there are sufficient numbers to make a class viable. Hence, several migrants who might find such courses useful might not be able to attend (Endear and Thomas 1984).

Findings

The findings which can be drawn from the available data about TAFE are few and inconclusive. In essence the data suggest:

- general under-representation of migrants from non-English-speaking countries in TAFE, particularly in trade courses. However, account should be taken of their representation in tertiary education as a whole, discussed earlier in this paper, and of their possible aspirations to move away from manual occupations

- considerable regional disparities in the nature and extent of commitment of TAFE to migrant education

- the still peripheral nature of migrant education in TAFE, although some states, NSW in particular, are moving to incorporate it into a multicultural education philosophy
- a high level of labour market displacement among users of ESL in making the transition into satisfactory work, although the exact causes of the displacement are suppositional, and comparisons with other needy groups in the community are hard to draw
- a definite bias in favour of men rather than of women in regard to finance for ESL courses
- a lack of anything but patchy data to determine satisfactorily the outcomes of ESL programs and how effective the transfer of courses from AMEP to TAFE is likely to be.

SUMMARY AND CONCLUSION

On average, young persons born overseas in non-English-speaking countries, or with parents born in them, have relatively high rates of participation in post-compulsory education in both schools and higher education. They appear to have lower rates of participation in TAFE, particularly in trade courses. There are considerable differences between ethnic groups, with some groups having a relatively low rate of participation in schooling, as indicated by the percentage of 15 to 19-year-olds still attending school.

The high proportion of young persons of non-English-speaking background in post-compulsory schooling appears, paradoxically, to be in part caused by their language difficulties: there is some evidence that they tend to be older in a grade and are more likely to repeat a grade. For recent migrants, it could also be associated with greater difficulty in obtaining employment. The major factor appears to be very high aspirations for educational and occupational status.

Students of non-English-speaking background are in relatively high proportions in particular regions, eg. in Melbourne. Their numbers are disproportionately high in Catholic schools, though the majority of all students of non-English-speaking background are in government schools. Of interest for further study is whether the relatively high school retention rate of students of non-English-speaking background is a partial cause of the high average retention rate for Catholic schools.

A range of programs are provided by governments to assist disadvantaged students in schools, and many of these result in resources for students of non-English-speaking background. The provision of funds by the Commonwealth under the ESL program, the Disadvantaged Schools Program and the Participation and Equity program can be documented. Provision by state authorities under their special needs staffing policies may well be more important but are not easily assessed.

A number of reviews of the structure of secondary schooling, its curriculum, and the system of credentials are under way. But it is difficult to assess their impact on ethnic groups. In higher education, funding per student is declining somewhat, and emphasis is being placed on the science and technologies. Colleges and universities are being exhorted to cater for disadvantaged students which may result in more persons from low socio-economic backgrounds, including some ethnic groups, being admitted to higher education.

There is some suggestion in recent data that the extent to which participation of students of non-English-speaking background exceeds that of those of English-speaking background, has grown. Some recent data suggest a disproportionately high enrolment in universities, whereas data from the late '60s and early '70s suggested a disproportionate enrolment in CAEs. The explanation might lie in the slightly poorer academic performance of school students of non-English-speaking background which meant that they had to be satisfied with a place in a CAE, but that in the late 1970s access to universities was relatively easy - if financial support were available. Persons of non-English-speaking background appear to have received relatively better support from their families at a time when government student finance was eroding.

It is possible that the increase in demand for places in higher education occurring in the mid-'80s will mean a reversion to the earlier pattern of a disproportionately large number of persons of non-English-speaking background being enrolled in CAEs.

Whereas persons of non-English-speaking background are over-represented in schools and higher education, there is some indication they are under-represented in TAFE. Several different sources of data tend to confirm this. How much this under-representation is the result of high aspirations, or to what degree it is caused by the difficulties they face in entry to TAFE-associated occupations, needs further investigation. Personal contact appears to be important in access to apprenticeships. Parental occupational status appears associated with this personal contact, and many migrant parents from non-English-speaking countries are in low status occupations.

Migrant education as such is a new development in TAFE, stemming from a recommendation from the Australian Institute of Multicultural Affairs to transfer part of the activities of the Australian Migrant Education Program (AMEP) into TAFE. The intention of the transfer was to link the ESL courses with more general and vocational courses. AMEP is now meant to provide 'basic English' courses for those with less than a minimum competency in English, and TAFE to provide specific purpose courses for those of somewhat higher standard. In practice the division is not precise.

Funds for TAFE activities in this area remain small relative to AMEP. This is one factor in the limited achievements so far. Other reasons are the short time the program has been operating in TAFE, the funding on an annual basis with temporary staff, lack of staff development, lack of model programs, lack of support materials, lack of data on the target population, and the peripheral location of the migrant education staff in most state TAFE systems.

Some states have gone further than others. New South Wales is pursuing its program within a multiculturalism policy. Other states are beginning developments in this area.

A major part of the problem of commenting on ethnic groups in TAFE is the lack of data. The best data are available for NSW, though occasional surveys have been made in Victoria, and Queensland is keeping records of its ESL students' employment and job satisfaction. The Commonwealth keeps records of allowances paid to full-time ESL students, but this excludes those not receiving the allowance because of the means test and those taking courses part-time.

CTEC itself, though concerned about TAFE statistics on ethnic groups, has not felt able to promote further collections. Perhaps more surprising is the dearth of research in universities and other bodies.

APPENDIX: TAFE PROGRAMS IN THE STATES

New South Wales

The migrant education program operates through a Multicultural Education Unit, formed at the beginning of 1984 from an ad hoc project team established in 1983. The functions of the Unit are:

- co-ordinating the development of multicultural education and on-going policy review in TAFE
- liaising with officers at all levels of the Department, other Government departments, community groups, employers, unions, ethnic welfare and other education systems
- consulting with other sections of TAFE regarding the implementation of multicultural education policy
- providing a focus within TAFE for the expression of the educational needs and interests of students and communities of non-English-speaking backgrounds
- co-ordinating the development of initiatives in multicultural education practice which are outside the brief of a single school or other TAFE structure, including the efficient operation of the Multicultural Access Centre
- representing the area of multicultural education on TAFE committees
- co-ordinating the expenditure of special funding allocated to the area of multicultural education
- researching and monitoring information concerning developments in multicultural education
- providing executive support to the Multicultural Education Advisory Committee.

In 1983, New South Wales TAFE ran 163 migrant courses and activities in 18 Sydney metropolitan and 13 country colleges. A report on the 1983 program classifies these under a number of headings.

Bridging courses are provided for overseas-trained students in a range of occupations leading to employment in appropriate TAFE programs.

Entry and re-entry courses are for developing a range of skills (such as study skills) applicable for choosing and entering other courses.

Introductory courses are aimed at specific vocational areas and the related English (eg. Introduction to Accounting).

Tutorial courses are provided where numbers in vocational classes are inadequate for parallel classes in ESL.

Individual programs are extensions of the Individual Learning Centre provision to English Specific Purposes.

Pre-vocational courses are to assist students prepare for selective tests to enter various employment fields.

Vocational courses improve command of specific skills and related English required for specific occupations and industries.

Advanced English courses used as preparatory courses for entry [to] a non-specific course.

Abstracts from Caldwell et al. (1984)

The weighting given to funding these different courses is given in Table A1.

Table A1: New South Wales 1983 Migrant Education courses (percentage distribution of funding)

Course categories	Percentage of expenditure
Bridging	14.3
Entry and re-entry	22.3
Introductory	9.9
Tutorial	10.7
Individual	15.2
Pre-vocational	3.6
Vocational	10.7
Advanced English	13.4

Source: Caldwell et al. (1984)

Although entry and re-entry courses form the leading group of courses, the table shows expenditure is spread widely. The pattern of expenditure reflects the main philosophical purpose of integrating as soon as possible the migrant students into the mainstream courses of TAFE.

In addition to running the above courses, TAFE has been developing its staffing to provide information to migrant communities. For example, during the January/February enrolment period in 1984, TAFE employed 32 'bilingual' staff at the TAFE Information Centre, at the Wollongong College, and at eight Sydney suburban TAFE Colleges. Some have had their employment continued so they can promote TAFE courses in ethnic communities.

In addition to these specially employed staff, TAFE has permanent Course Information Officers (CIOs) at its Information Centre, and eight Colleges with 'bi- and multilingual capacities'.

Victoria

The running of the Victorian migrant education program is much more decentralised than that of New South Wales. In keeping with its general organisational policy, the Victorian TAFE Board has only a small central staff overseeing migrant education. It consists of two officers from Program Planning for the English language programs, and one from the Equal Opportunity Unit for the multicultural projects.

In Victoria, ESL courses are provided in 12 metropolitan colleges, 6 country colleges, and in a range of community learning centres. In addition to courses provided by TAFE, and those run by AMES, the Council of Adult Education runs a range of multicultural and English language courses at its centres.

The TAFE courses have been classified by the TAFE Board under the headings of:

Occupational English Programs tailored for a specific occupation, to assist in gaining qualifications, through study of language related to occupation.

English for Occupational Purpose (EOP) Programs with a core of English language study, and modules in specific occupational areas: eg. Business English, English for engineers, and also job-seeking skills.

English for Academic Purposes (EAP) Study skills to assist students to gain entry to further study in TAFE and other institutions.

English Language Support English as a second language assistance to students in on-going mainstream courses, eg. Tertiary Orientation Program (TOP), Business Studies, trades etc.

General Some programs, particularly in country areas, are general English courses at advanced levels of language proficiency, either full-time or part-time.

- Source: TAFE Migrant Education 1984, No. 11

Table A2: Victorian TAFE Advanced English Language Project, program profile 1984

Type of course	Number of submissions
Occupational	6
EOP	8
EAP	12
Support	2
General	4
Curriculum/research	5

Source: TAFE Board of Victoria

Courses offered by colleges varied, but programs provided at Preston TAFE College and RMIT in 1983 give some notion of the diversity of structure. For example Preston in 1983 ran:

Full-time courses
- English for Further Study (10 weeks, 24 hours per week)
- Study Skills (10 weeks, 20 hours per week).

Part-time courses
- Reading and Writing for Occupational Purposes (10 weeks, 9 hours per week)
- English for Migrant Women (9 weeks, 3 hours per week)
- Reading and Writing for Fluent Speakers (3 hours per week)
- Communication Skills (3 hours per week).

The RMIT College of TAFE, in contrast, was running courses more vocationally specific, such as:

- ESP (English Specific Purposes) for Electricians (10 weeks full-time)
- ESP for nurses, and
- ESP for Mechanical Design Draughtsmen.

Western Australia

Western Australia runs an Advanced English Program within TAFE consisting of two types of courses:

Migrant Access to Education (MAE), and
Job Oriented Migrant English (JOME).

During 1984 courses were provided at five colleges: Perth, Wembley, Bentley, Leedonville, Mt Lawley, Carlisle, and Woodsure Street.

The resources of the programs seem fairly evenly divided between the two types of program: JOME has more part-time courses than MAE, but the average length of full-time courses in MAE (the same in number as JOME) tends to be longer than JOME. All MAE full-time courses ran for 12 weeks for 24 hours per week; full-time JOME courses varied between 6 and 12 weeks.

Up until the end of July 1984, the two types of course had had approximately the same number of applicants: MAE 421, and JOME 451. The actual number of students on course, that is students who had either completed an AEP course, were currently on course, or were expected to complete a course, were also approximately the same for both types of courses: MAE 255, and JOME 292.

Table A3: Western Australian TAFE JOME applications received, by occupation as at 30 July 1984

Occupation	N
Fitting and machining	46
Boilermaking/welding	15
Electrical trades	28
Industrial sewing machining	98
Automotive mechanics	30
Mechanical engineering	29
Civil engineering	25
Electrical/electronic engineering	13
Small business management	3
Catering	19
Medicine	13
Clerical	36
Accountancy	13
Building trades	7
Computing	7
Nursing	7
Child care	1
Mining*	21
Miscellaneous**	40
Total	451

Source: Western Australian Education Department (1984) Progress Report Advanced English Program with TAFE, July 30 [memo].

* Applications have recently been received from a special group of 21 miners from Chile and plans are being made to accommodate these students in 1985.

** This category includes a wide range of migrants from diverse career backgrounds who have been interviewed for entry to the Combined Studies Course at P.T.C.

Queensland

The structure of provision and type of course offered in Queensland are distinctly different from those in the other states. In the first place, provision is mainly through one TAFE college, the South Brisbane College of TAFE. A few courses in specific ESL tuition are provided outside this college at Gladstone, the Gold Coast and Cairns. Migrants also sometimes make use of adult literacy classes, and of access courses in TAFE provided for native English speakers.

In the second place, the South Brisbane College has concentrated on developing flexibility in its programs for the limited time that working migrants might have to attend class and for the specialist needs they might have for their vocation.

The Program has three elements:

- ESL class modules ranging from 4 to 20 hours or more of course work per week
- an individualised Learning Centre
- a migrant tutor scheme.

Participants in the Program may combine these elements according to their specific needs.

The ESL class modules consist of:

- part-time modules (day and evening) of core courses in written English and Oral Skills, and of English for Academic Purposes
- a full-time course of 25 hours per week for 6 weeks in Preparation in English for Tertiary Studies (PETS)
- a full-time course 'Access Course for ESL Speakers', in three stages, each of one semester length, planned for 1985. This course may be provided at one or two other colleges in Queensland.

The Migrant Tutor Scheme is a unique feature of the Program. It can provide a one-to-one tutorial service to migrants with specific needs. Because of the diversity of these needs, persons were recruited from the general community, with special appeal to tradesmen, nurses and secretaries. Those selected were given a special course of 20 hours per week for 10 weeks. The Scheme itself became operative from the end of 1982.

In 1983, 310 students had attended courses at South Brisbane College; the average age of students was 32.6 years and 54.2% were males, and their unemployment rate was 68%. Of those who were employed 42% said they were dissatisfied with their employment.

In Semester 1, 1984, 276 students attended courses; the average age was 32.2; 55% were males; 60% were unemployed; and 33.0% of the employed were dissatisfied with their employment.

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